

**San Francisco Sheriff's Department—Alternative Programs Division
PREP (Post-Release Education Program)
San Francisco, California
TI13618**

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60302

PROJECT DESCRIPTION

Expansion or Enhancement Grant—Expansion and Enhancement

Program Area Affiliation—Drug Court (Criminal Justice)

Congressional District and Congressperson—California 8; Nancy Pelosi

Public Health Region—IX

Purpose, Goals, and Objectives—The applicant, the San Francisco Sheriff's Department (SFSD), currently operates PREP (Post-Release Educational Program) as a day program for recently released offenders. Through this grant, the SFSD is proposing to expand and enhance PREP, the purpose of which is to create an environment that fully supports the client in a holistic manner. The overall goal of the program is to support recovery and reduce recidivism by (1) helping clients to establish a lifestyle free of substance use, violence, and crime; and (2) achieving successful re-entry into the community. The primary goals of the proposed expansion and enhancement of PREP are (1) to improve access to post-release substance abuse programs by (a) serving a greater number of clients, and (b) adding bilingual staff to expand services to monolingual Spanish speakers; and (2) to introduce new treatment components (e.g., acupuncture) that will increase retention rates by making clients more responsive to the other services offered by the program. (pages 9–10)

Target Population—The target population for the proposed program is men and women with substance abuse histories who have been recently incarcerated in the San Francisco County Jail. Priority will be given to those who have participated in the in-custody treatment programs and/or who are eligible for early release through the Sheriff's Work Alternative Program (SWAP). The project notes that internal demographics from the SFSD show that the average recently released jail prisoner is 18 to 25 years of age, minority male (90 percent) or female (10 percent). The approximate overall ethnic breakdown shows African Americans at 49 percent and Hispanic persons at 28 percent. Over 50 percent of offenders are parents, and many are at risk of losing custody of their children. Participants in SFSD Family Services programs who have been identified as needing substance abuse and other services upon release will also be targeted. (pages 6–8)

Geographic Service Area—The geographic service area is not specifically defined in the application. However, there are a number of references to the "Bay Area" and to the "City and County of San Francisco" (pages 6–8, 19–20, 24, 28–29). It is noted that, while many substance abuse agencies exist in the service area that could be of great support to ex-offenders, the demand is far greater than the availability of services, as thousands of individuals are released from San Francisco County Jail each year. (page 7)

Drugs Addressed—Not addressed—There is no mention of any drug or drug type by name; only the general term substance abuse is used in the application.

Theoretical Model—As indicated by the title of the proposed program, the project is based on the theory that the post-release component is crucial to the design of successful substance abuse programs for offenders. PREP ensures that substance abuse treatment continues beyond the confines of the correctional setting, extending the treatment period that began while the offender was in custody. This allows an exchange of information between in-custody and post-release providers that can be used to assist clients in building upon the progress they have made while

incarcerated, and to provide post-release substance abuse counselors with vital insight into the client's needs, which can then be incorporated into the treatment plan. Treatment involves providing a comprehensive array of services while addressing the social context of post-release substance abuse. Therefore, PREP strives to address all factors that have been shown to contribute to post-release relapse. Central to this approach is the substance abuse counselor, also acting as case manager, who helps clients to realize the need for and how to access the host of services required to overcome a history of drug addiction and fully reintegrate into the community. Following discharge from the program, the integration of continuing community treatment (aftercare), education and training, and placement in meaningful jobs is a synergistic mix that maximizes the likelihood of successful reintegration and increased retention. (pages 16–17)

Type of Applicant—County (SF-424, item #7)

SERVICE PROVIDER STRUCTURE

Service Organizational Structure—The San Francisco Sheriff's Department (SFSD) has operated in-jail treatment programs for substance-abusing men and women for several years. (page 6)

Service Providers—The SFSD Alternative Programs Division is the lead applicant on the proposed grant project. Core program educational services, case management, and substance abuse counseling will be provided by SFSD staff and sub-recipient service organizations contracted through the SFSD. A SFSD program coordinator will oversee all day-to-day program operations. The SFSD has been providing substance abuse services in San Francisco County for over two decades, working with educators, counselors, volunteers, and community-based providers. Its mission is to be an effective part of the civil and criminal law enforcement efforts in the geographic service area, as well as the State of California, and to participate in the network of providers dedicated to this mission by addressing the needs of the target population. In addition to the post-release substance abuse services offered by PREP, the SFSD also maintains several in-custody treatment programs for offenders with substance abuse histories.

SFSD will oversee the services delivered by sub-recipient providers through a well-established system of contract monitoring. As a part of this system, all sub-recipients are supervised by SFSD personnel and are required to submit detailed monthly service reports. Intake assessment and substance abuse counseling for mono-lingual Spanish-speaking clients will be provided by the Mission Council for the Spanish Speaking, and the newly incorporated acupuncture treatment will be offered by Acupuncture Recovery Treatment Services (ARTS). Parenting classes and related services, such as family awareness night, are provided to PREP by Positive Directions Equals Change (Positive Directions); employment counseling and the facilitation of post-discharge support groups are provided by Community Works; and emergency housing for participants who require shelter is offered by Walden House, Jelani House, Milestones, Liberation House, and five other programs. The PREP program also maintains ongoing collaborations with a wide range of additional community-based service specialists to whom clients in need are referred on a regular basis, e.g., for residential treatment.

Concurrently, a team consisting of program staff, custody staff, management, and representatives from the collaborating agencies will be assembled to oversee implementation of the proposed program expansion and enhancements, ensure a smooth integration with existing activities, and evaluate adherence to the procedures proposed. (pages 11, 14–15, 18, 23–24, 26–30, 80–81)

Services Provided—SFSD proposes to expand and enhance its existing post-release services for substance-abusing offenders by increasing the program operating hours and engaging additional staff to accommodate more clients and adding new services to support relapse prevention and/or subsequent re-entry into prison. A vocational specialist will be hired under the proposed expansion to support clients who are participating in transitional employment as a part of their re-entry plan. Acupuncture will be offered to support detoxification and relapse prevention, and additional bilingual treatment staff will provide substance abuse counseling services to monolingual Spanish speakers. In addition, because of the high percentage (50 percent) of clients who are at risk of losing custody of their children, the proposed PREP expansion will require all participants who are either custodial or non-custodial parents to attend a certified parenting class. A monthly family awareness night will be held for involved family members to learn how they can support their loved ones through the re-entry process.

The new services proposed under this grant will be seamlessly integrated into the existing program regimen. The core services of the existing program include substance abuse and individual counseling, and case management to provide one-on-one therapeutic support to all clients throughout the duration of the program. Program entry begins with intake assessment and assignment to a substance abuse counselor who develops a tailored treatment plan based on the individual needs of each client, including referrals to outside resources. Clients are then required to attend an orientation session and take an academic skills test to determine their class placements within the PREP educational curriculum. A comprehensive array of PREP education classes includes instruction in the following areas:

- Substance abuse—The dynamics of addiction, recovery, and relapse prevention
- Academic courses—GED classes, basic adult education, and computer use and software skills
- Coordinated employment services—Information on available jobs and training opportunities and how to access them; job readiness skills, such as interviewing and resume writing; and an employment resource center, including job search assistance
- Health education—Focus on preventing the transmission of HIV, hepatitis C, and STDs
- Life skills—Includes teachings in building self-esteem, establishing effective communication with others, and general daily life skills
- Violence prevention—Overcoming learned violence and breaking the cycles of violence

Existing specialty services include family and reunification support, emergency housing to clients who need shelter for the 90-day program period, and facilitation of post-discharge support groups to prevent relapse and maintain client re-integration into the community. (pages 8–9, 11–15, 18–19)

Service Setting—Proposed services will be provided at the SFSD PREP facility, which is located in San Francisco (does not specify if city or county) and is easily accessible by public transportation. (page 28)

Number of Persons Served—The current capacity for PREP is 24 clients per week. The proposed expansion of this program will add 16 90-day slots for a total of 192 clients per year. (page 9)

Desired Project Outputs—The desired project outputs are as follows:

- Decrease in drug-related probation violations
- Increase in successful completion of probation
- Reduction in substance abuse
- Improvement in job readiness levels
- Increase in retention rates

(pages 9–10)

Consumer Involvement—As with all SFSD programs, a number of ex-offenders with substance abuse histories and/or program graduates have played an integral role in the planning and design of the proposed program expansion and enhancement. In addition, many of these individuals are employed in key staff positions within the program itself. (page 11)

EVALUATION

Strategy and Design—The evaluation design consists of a process and an outcome component. The process evaluation will document how the project is implemented, beginning with staff selection and training, client transfer from the jail into the PREP program, and the delivery of services. The specific types of analyses/statistical methods to be employed in the process evaluation are not discussed further. The outcome evaluation will focus on tracking clients in four areas: retention in treatment, substance use, criminal activity, and changes in the client's life circumstances. The analysis of treatment retention will be drawn from the program's admission and discharge records and the substance abuse counselors' files. Retention will be monitored, and actual percentages of clients who survive to various points in the program will be calculated. Data for clients who complete treatment will then be compared with data from those who do not in order to determine what factors contribute to successful treatment outcomes. Non-parametric, rank-order tests will be used for pre- and post-test comparisons. Survival analysis will be used to calculate the likelihood that participants either will or will not engage in drug/alcohol use over time. Rates of arrests and probation status while in treatment will also be examined, using t-tests to analyze criminal activity; t-tests will also be used for most period-to-period comparisons, as well as to determine if there is a difference between PREP clients and those offenders who received treatment only while incarcerated. (pages 20–22)

Evaluation Goals/Desired Results—Three main evaluation goals are clearly stated as follows:

1. To document the implementation of the capacity expansion services, including client demographic and services data
2. To track participant outcomes, including retention in treatment, substance use, criminal activity, employment status, education, and changes in other life circumstances
3. To compare the reconviction and probation violation rates of individuals who receive post-release substance abuse treatment with the rates for those who do not receive such services

(page 20)

Evaluation Questions and Variables—Although not specifically stated, the primary evaluation questions can be inferred from the evaluation goals listed above: Was the program implemented as planned? If not, why not? What are the rates of retention in treatment? reconviction? probation violation? What changes occurred between intake and follow-up in frequency of substance use? employment status? educational level? Other questions can be deduced from the answers to be obtained by measuring the following variables:

- Client demographics
- Length of time incarcerated (most recent and lifetime)
- Number of clients who receive treatment
- Number of clients receiving each type of program service, e.g., employment counseling, parenting classes
- Substance use history
- Number of referrals to social support services, including medical and mental health providers
- Number of clients per week who receive acupuncture treatment
- Number of clients receiving emergency shelter services
- Number of successful parent–child reunifications
- Changes in substance use; health, including medical condition and psychiatric status; employment; illegal activity; family relationships; and housing

(pages 20–22)

Instruments and Data Management—The project does not provide in-depth discussion of the data collection instruments to be utilized in the proposed PREP expansion. However, the application does state that the program will administer the Addiction Severity Index–Lite (ASI-Lite) and the Center for Substance Abuse Treatment (CSAT) Government Performance Reporting Act Core Client Outcomes measure (GPRA) at intake and at 6- and 12-month follow-up intervals. Other data sources include program documents, counselors' files, staff and provider interviews, reviews of staff meetings, and examination of referrals made and results. (pages 20–21)

Other than stating that data will be kept confidential and stored in accordance with Federal regulations and GFA guidelines, the application does not include a discussion of data management procedures.